

Message Text

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PAGE 01 IAEA V 09990 040943Z

12

ACTION IO-13

INFO OCT-01 AF-08 ISO-00 OES-06 FEA-01 ACDA-07 CIAE-00

INR-07 L-03 NSAE-00 NSC-05 EB-07 NRC-05 DODE-00

EUR-12 H-02 OIC-02 OMB-01 PA-01 PM-04 PRS-01 SAJ-01

SAM-01 SP-02 SS-15 USIA-06 TRSE-00 /111 W

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FM USMISSION IAEA VIENNA

TO SECSTATE WASHDC 8434

INFO USERDA HQ GERMANTOWN

USERDA HQ WASHDC

AMCONSUL CAPETOWN

AMEMBASSY PRETORIA

C O N F I D E N T I A L IAEA VIENNA 9990

DEPT PLEASE PASS IO/SCT

E.O. 11652: GDS

TAGS: AORG, IAEA, PARM, SF

SUBJECT: SOUTH AFRICA AND THE IAEA

REF: IAEA VIENNA 8788

SUMMARY: AT INFORMAL LUNCHEON WITH AMBASSADOR CISSE, CHAIRMAN, IAEA BOARD OF GOVERNORS (BG), I PROPOSED TYING CONTINUED SOUTH AFRICAN MEMBERSHIP ON BG TO FIRM STEP BY SAG TOWARD ADHERENCE TO NPT. CISSE AGREED GIVE PROPOSAL CAREFUL CONSIDERATION. END SUMMARY.

1. AT LUNCHEON DECEMBER 1, ATTENDED BY DDG HALL AND ADG FISCHER, AS WELL AS AMBASSADOR CISSE, CHAIRMAN IAEA BG, I RAISED INFORMALLY MATTER OF HOW WE COULD DEAL WITH SOUTH AFRICAN ISSUE WHICH BOARD WILL HAVE TO FACE AT LATEST AT TIME OF JUNE MEETING. AFTER MAKING A GENERAL INTRODUCTORY STATEMENT CITING INTEREST OF ALL PRESENT IN FUTURE OF IAEA AND ASSUMPTION
CONFIDENTIAL

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PAGE 02 IAEA V 09990 040943Z

THAT WE SHOULD AVOID ANY AMENDMENT TO IAEA STATUTE, I TOLD

AMBASSADOR CISSE THAT WE IN U.S. MISSION HAD GIVEN CAREFUL STUDY TO VARIOUS POSSIBLE ALTERNATIVES REGARDING SOUTH AFRICAN REPRESENTATION ON BOARD OF GOVERNORS.

2. AS A RESULT OF OUR STUDY, WE HAD CONCLUDED THAT BEST APPROACH WOULD BE FOR HIM AS CHAIRMAN, FOLLOWING DESIGNATION OF MEMBERS FOR NEW BOARD IN ACCORDANCE ARTICLE VI A.1. OF STATUTE TO MAKE STATEMENT WHICH I THEN DISTRIBUTED TO THE OTHER THREE PRESENT. TEXT OF STATEMENT AS FOLLOWS: QUOTE THE BOARD JOINS IN THE CONDEMNATION EXPRESSED IN GC(XX)/576 OF THE POLICY OF APARTHEID PRACTICED BY THE SAG AND TAKES NOTE OF THE VIEW OF THE GENERAL CONFERENCE CONCERNING 'THE INAPPROPRIATENESS AND UNACCEPTABILITY OF THE APARTHEID REGIME OF THE REPUBLIC OF SOUTH AFRICA AS THE REPRESENTATIVE OF THE REGION OF AFRICA.' THE BOARD NOTES FURTHER THAT ARTICLE VI A.1 OF THE AGENCY STATUTE PLACES UPON IT THE RESPONSIBILITY OF DESIGNATING A NUMBER OF NEW MEMBERS SOLELY ON THE BASIS OF THE LEVELS OF ADVANCEMENT ACHIEVED IN THE TECHNOLOGY OF ATOMIC ENERGY, INCLUDING THE PRODUCTION OF SOURCE MATERIAL. EXTRANEIOUS POLITICAL CONSIDERATIONS ARE NOT RELEVANT IN THE EXERCISE OF THIS RESPONSIBILITY OF THE BOARD PURSUANT TO THE STATUTE. THE ELECTIVE CHOICE OF REIGIONS IS ADDRESSED IN ARTICLE VI A.2 OF THE STATUTE. UNQUOTE

3. I THEN TOLD AMBASSADOR CISSE THAT PROVIDED HE WERE PREPARED TO ASSURE ME THAT IT WOULD BE ACCEPTABLE TO THE AFRICAN COUNTRIES FOR SOUTH AFRICA TO REMAIN A DESIGNATED MEMBER OF THE BOARD OF GOVERNORS UNDER CIRCUMSTANCES CITED BELOW, I WOULD BE PREPARED TO APPROACH THE SOUTH AFRICAN AMBASSADOR AND INFORM HIM THAT THEY COULD ONLY EXPECT TO REMAIN ON THE BOARD OF GOVERNORS PROVIDED SOUTH AFRICA TOOK FIRM STEPS TO ACCEDE TO THE NON-PROLIFERATION TREATY PRIOR TO JUNE BOARD OF GOVERNORS MEETING. LENGTHY DISCUSSION ENSUED IN WHICH I RECEIVED SUPPORT FROM BOTH HALL AND FISCHER THOUGH I HAD NOT PREVIOUSLY RAISED THE MATTER WITH EITHER ONE OF THEM AND HALL POINTEDLY INFORMED CISSE THAT THIS WAS IN FACT THE CASE. CISSE INITIALLY SEEMED FAVORABLY INCLINED BUT SUBSEQUENTLY INQUIRED WHETHER, IN THE CIRCUMSTANCES, ANOTHER AFRICAN STATE COULD BECOME DESIGNATED MEMBER OF BOARD AND WHEN INFORMED THAT THE STATUTE DID NOT PERMIT THIS, INDICATED

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 IAEA V 09990 040943Z

THIS WOULD BE UNACCEPTABLE TO AFRICANS.

4. SUBSEQUENTLY CISSE SEEMED TO RECONSIDER AND PROPOSAL WAS ULTIMATELY LEFT OPEN WITH UNDERSTANDING THAT HE WOULD GIVE MATTER CAREFUL CONSIDERATION AND TALK TO HIS AFRICAN COLLEAGUES ON BOARD. HE FURTHER INDICATED THAT HE MIGHT WELL DECIDE TO ASK SOUTH AFRICAN AMBASSADOR TO CALL ON HIM IN ORDER TO HAVE DIRECT PERSONAL DISCUSSIONS. (I HAVE NOW LEARNED HE

HAS ALREADY FIXED APPOINTMENT TO MEET WITH SOUTH AFRICAN AMBASSADOR) CISSE INDICATED THAT HE BELIEVED IF SOUTH AFRICA WERE REMOVED FROM BOARD THEY WOULD STILL OPT TO REMAIN IN AGENCY. FISCHER AGREED THAT THIS MIGHT WELL BE CASE BUT POINTED OUT THAT IN THOSE CIRCUMSTANCES CHANCES OF OBTAINING SOUTH AFRICAN ACCESSION TO NPT WOULD, IN HIS VIEW, BE SHARPLY DIMINISHED. I MADE POINT THAT CARROT OF ASSURING SOUTH AFRICAN CONTINUED MEMBERSHIP ON BOARD WOULD, I BELIEVED, PROVIDE SUBSTANTIAL INDUCEMENT TO OBTAIN SOUTH AFRICAN ADHERENCE TO NPT, ESPECIALLY WHEN COMBINED WITH STICK OF BEING EJECTED FROM BOARD. I REMINDED CISSE THAT HE HAD CITED SOUTH AFRICAN ADHERENCE TO NPT AS ONE OF PRINCIPAL AFRICAN OBJECTIVES IN OUR PREVIOUS CONVERSATION (REFTEL).

5. I MADE IT VERY CLEAR TO CISSE THAT IF I WERE TO PUT ISSUE TO SOUTH AFRICAN AMBASSADOR, I WOULD WANT CLEAR UNDERSTANDING THAT I COULD BE ASSURED OF AFRICAN SUPPORT FOR SOUTH AFRICAN BOARD DESIGNATION IF INDEED SOUTH AFRICA WERE TO TAKE FIRM STEP WHICH WAS THEN DEFINED AS, AT A MINIMUM, A PUBLIC STATEMENT BY THE SOUTH AFRICAN FOREIGN MINISTER INDICATING HE WAS INSTRUCTING SOUTH AFRICAN REPRESENTATIVES TO BEGIN NEGOTIATIONS WITH THE IAEA ON SUBSIDIARY ARRANGEMENTS TO IMPLEMENT SAFEGUARDS OVER ALL SOUTH AFRICAN NUCLEAR FACILITIES, REPARATORY TO ADHERENCE TO THE NPT.

6. I HAVE SUBSEQUENTLY HAD A CALL FROM DDG HALL WHO DEPARTED LUNCHEON WITH CISSE, AND CONFIRMED MY UNDERSTANDING THAT CISSE STILL HAS AN OPEN MIND REGARDING BEST COURSE OF ACTION TO FOLLOW. HE TOLD ME CISSE HAD REQUESTED HIM TO PREPARE A LIST OF SERIES OF POSSIBLE SCENARIOS FOR HIS CONSIDERATION PRIOR TO THE MEETING OF THE FEBRUARY BOARD. HALL SAID HE WANTED TO WORK WITH ME AND DAVID FISHER IN THE PREPARATION OF THE PAPER
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 IAEA V 09990 040943Z

HE PUTS BEFORE CISSE.

7. MEETING CONCLUDED WITH CLEAR UNDERSTANDING THAT BALL IS NOW IN CISSE'S COURT. STONE

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